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The Director of Central Intelligence

Washington, D.C. 20505

NFAC-3084-77

Intelligence Community Staff

NFIB-22.1/67

16 November 1977

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MEMORANDUM FOR NATIONAL FOREIGN INTELLIGENCE BOARD

FROM: John N. McMahon  
Acting Deputy to the DCI for the  
Intelligence Community

SUBJECT: DCI Goals and Objectives for Fiscal Year  
1978

1. The DCI's Goals and Objectives for the Intelligence Community are attached for your review. These Goals and Objectives are part of the Intelligence Community Planning System described in my memorandum of 18 July 1977 (NFIB-22.1/65). Other documents in this system will be forwarded to the Board as they are completed.

2. The attached draft Goals and Objectives for FY 1978 departs from previous versions in that an Introduction has been added and the body of the document has been divided into two parts. Part I is designed to give the reader a synopsis of the management concerns facing the Community. Part II contains the DCI's goals and objectives for the fiscal year derived from the issues discussed in Part I. The changes were made to give the document better balance and cohesiveness.

3. The primary purpose of this document is to provide the Intelligence Community with guidance regarding the near-term progress expected in fulfilling the purpose of the national foreign intelligence effort. It is neither a comprehensive list of all objectives of the Community nor of those which the DCI may wish to establish in other contexts, considering his various roles in the Government. Rather, it is a selective list of current management objectives which relate to his role as the leader and coordinator of the Community. The concept of the Goals and Objectives envisions that constituent members of the Community will ensure that related objectives which they may promulgate for their own agencies will be in context with and supportive of the DCI objectives. It does not affect objectives which Community managers may establish regarding Agency matters for which the DCI has no responsibility.

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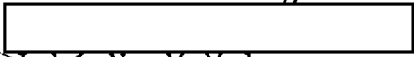
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SUBJECT: DCI Goals and Objectives for Fiscal Year 1978

4. The DCI's Goals and Objectives are being reviewed by the Director, who would welcome your comments.

  
John N. McMahon

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Attachment:  
Draft-Goals and Objectives  
for FY 1978

(14 November 1977)

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GOALS AND OBJECTIVES  
OF THE  
DIRECTOR OF CENTRAL INTELLIGENCE  
FOR FISCAL YEAR 1978

Published by the Intelligence Community Staff  
for the Director of Central Intelligence  
with the Advice of the  
National Foreign Intelligence Board

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GOALS AND OBJECTIVES  
THE DIRECTOR OF CENTRAL INTELLIGENCE  
FOR FISCAL YEAR 1978

INTRODUCTION

The purpose of this document is to provide guidance for Intelligence Community management in Fiscal Year 1978 in those areas in which the Director of Central Intelligence carries significant responsibility.

The Intelligence Community's fundamental purpose remains the same over time: to produce the highest quality intelligence of which it is capable to meet the needs of the President, the Congress, and other decisionmakers in government. There are bound to be shifts of emphasis in effort and some re-direction from time to time to reflect the changing times and the needs of consumers. Goals and Objectives expresses the current direction and managerial efforts required.

Part I contains a brief description of management concerns facing the Community in Fiscal Year 1978 and underscores the implications for intelligence managers which stem from them. Part II narrows the focus of concern by listing the primary responsibilities assigned to the Director of Central Intelligence, establishing goals derived from these responsibilities, and then linking each goal to one or more specific objectives.

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Although many of the Goals and Objectives contained in this document have been assigned to the Director of Central Intelligence by Statute, Executive Order, or National Security Council Directive, their successful realization requires the support and cooperation of every member of the Intelligence Community.

PART I: INTELLIGENCE COMMUNITY MANAGEMENT CONCERNS

The Intelligence Community faces two fundamental management challenges: (1) there is an ever-rising number of intelligence requirements, and (2) the intelligence to satisfy them is, in many instances, becoming more difficult and expensive to acquire. The realignment of responsibilities and functions resulting from the President's recent reorganization of the Intelligence Community stem, in part, from a recognition of these challenges. However, reorganization without insightful, diligent, and coordinated management action will not appreciably reduce or resolve these challenges.

The absolute increase in the number of requirements to which the Community must respond is a result of a wider range of interests on the part of the users of intelligence, combined with a concomitant rise in the number of consumers to be served. In addition to the President and his Cabinet, the National Security Council, virtually all federal departments and agencies, the Congress, and even the public, have become

consumers of intelligence in one form or another. Each places unique demands on the relatively fixed assets of the Community-- and calls for development of unique methods of satisfying these diverse demands.

As requirements increase, the Community must also deal with the reality that many are becoming harder to satisfy due to a number of factors, among them being the increased U.S. interest in a broader spectrum of foreign activities, indigenous protective measures, loss of some overseas operating sites, and the inability of collection assets to respond to all of the emerging requirements.

Intelligence organizations at all levels must respond more attentively to consumer needs, address problem areas, and seek improvement in providing our consumers with the intelligence they want. By the same token, our consumers must come to appreciate the limitations as well as the capabilities of intelligence. Any gap between intelligence producers and consumers must be narrowed by improving the quality and frequency of producer-consumer dialogues.

This process is also important in creating a better system for measuring the merit of intelligence products. What is needed is a more accurate way of determining the usefulness of intelligence products to the consumer.

In the area of production, the Intelligence Community has generally received high marks on the subjects of traditional

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concern--and in response to requirements which could be satisfied through the use of highly sophisticated technical systems: [REDACTED]

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[REDACTED] are just a few areas where intelligence production has excelled. However, the interdependent issues of today's world demand that reporting and assessments assume a more interdisciplinary nature. Interpretations of how the various political, military and economic activities in the foreign environment impact on one another have become more important than ever. This demand will not be entirely satisfied unless the initial steps to develop sensitivity on the part of our analysts to the complex interrelationships among issues is built upon, encouraged, and strengthened.

The Community is also faced with a number of problems which, while of lesser magnitude, will also require constant management attention. Intelligence automatic data processing, for example, and other information support services, must be markedly improved and coordinated to ensure that these vital capabilities are not overtaken by the veritable explosion of information which must be processed, organized, disseminated, or retrieved. The patchwork quilt of Community computer systems, each focusing on the disparate capabilities and missions of independent agencies, often sacrificing

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interoperability, decreasing potential efficiencies, must be rectified. Analysts and other users must be assured that Community systems provide them with all data available throughout the Community pertinent to their problem. The onus remains on program managers to devise innovative ways to increase the commonality of data bases, and the systems by which they are netted, so that all such data is brought to bear on the complex problems confronting the Community.

Compounding the problem of "machine-related" obstacles to more complete dissemination of information throughout the Community are the "man-related" barriers which often of necessity impede the flow of data to those who need it. In the human source area, for example, the concern to protect sources and methods restrict the dissemination of sensitive clandestine reports. Raw SIGINT information is carefully guarded, reconnaissance products are tightly held, and foreign service reporting occasionally has extremely limited or no distribution at all.

These restrictions on the flow of information have been implemented to protect intelligence sources, methods, and analytical procedures from unauthorized disclosure. This concept is as important now as ever; however, there is a need to assure that the sensitivity of intelligence information is correctly balanced against the benefits of wider dissemination and that restrictions are intelligently applied. Intelligence

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must serve a variety of purposes and users, a goal which can only be attained through proper dissemination utilizing reasonable security measures which will assure the continued availability of this valuable national resource.

Collection activities, like those related to production, are driven by the interpretation of consumer interests--the translation of interests into system-specific intelligence requirements. Historically, intelligence collection disciplines have come to be managed in diverse ways, particularly in the way in which intelligence requirements are accepted and acted upon. This is due to the nature of these disciplines, security arrangements, and organizational control. Management patterns have become as disparate as the sources of intelligence are unique.

Effective and economical management of intelligence collection resources now requires a cross-source approach in which requirements are considered in light of an optimum mix of resources, trade-offs are undertaken, and unnecessary duplication is minimized. The integration of collection activities must attract the central attention of managers to ensure development of mechanisms which enable the Community to collect only that intelligence which is truly necessary and supportive of efficient intelligence production. This challenge to integrate collection activities comes at a

critical time when more stringent executive and legislative oversight promises to be intolerant of independent and un-coordinated collection management.

Just as cross-source analyses must be improved in the collection environment, cross-program analyses must become a more central feature of Intelligence Community resource management activities. This task involves the measurement of the worth of intelligence in terms of objectives met versus resources expended. Although certain strides have been made in this area, it is apparent that new major efforts need to be made in the direction of cross-program trade-offs. The Community must begin at once to devise more efficient methods to illuminate and compare the relative merits of all products, programs, and collection activities. The value of intelligence today can no longer depend on a series of subjective judgments, insufficient for quantitative input-output analyses.

The problems summarized in the foregoing paragraphs are just a few on a much larger list of concerns facing the Intelligence Community. The solutions to these jointly-shared problems often seem to require the allocation of increased resources, but merely adding resources to the National Foreign Intelligence Program budget cannot substitute for enlightened and aggressive management action. It is encouraging to see the long downward trend in the NFIP budget turn upward in the FY 1978 program--in the recognition of and response to real

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growth in the demands placed on the Intelligence Community. However, expansion of the NFIP budget can only be justified after all reasonable management actions have been attempted and new requirements have been analyzed and validated. In this regard, the idea of <sup>a</sup>static budget should not be automatically accepted, nor should the Community shrink from the idea of requesting more resources. But these requests can and should only be undertaken after it is demonstrably clear that this is the only way the Intelligence Community can provide the intelligence services, products, and support the security of the nation demands.

PART II: PRIMARY INTELLIGENCE COMMUNITY RESPONSIBILITIES OF THE DIRECTOR OF CENTRAL INTELLIGENCE

The following list summarizes the primary responsibilities assigned to the Director of Central Intelligence, in his role as senior intelligence officer of the United States Government, by statute, Executive Order and National Security Council Directives:

- I. Be responsible for the production and dissemination of national foreign intelligence;
- II. Exercise full and exclusive authority for the approval of the National Foreign Intelligence Program (NFIP) budget prior to its presentation to the President;
- III. Manage national foreign intelligence collection tasking during peacetime;

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IV. Serve as the leader of, and spokesman for, the Intelligence Community;

V. Evaluate and improve Intelligence Community performance and services;

VI. Ensure the adequacy of planning to meet the future needs for national foreign intelligence;

VII. Protect intelligence sources, methods and analytical procedures; and

VIII. Ensure that national foreign intelligence activities are conducted in compliance with the Constitution, statutes, and Executive Branch Orders and Directives.

The Goals and Objectives for the Intelligence Community are a function of the DCI's responsibilities. For each responsibility one or more goals outline the basic requirements for fulfillment of the responsibility, and, in turn, a number of objectives are established to support each goal.

I. Be responsible for the production and dissemination of national foreign intelligence.

A. GOAL: Assure the adequacy of procedures and capabilities to produce and disseminate timely, accurate, and objective national foreign intelligence.

1. OBJECTIVE: Develop, consistent with the requirements and priorities provided by

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the National Security Council Policy Review Committee, information requirements in support of the production of national foreign intelligence.

2. OBJECTIVE: In satisfaction of the responsibility to advise the President and the National Security Council on national substantive foreign intelligence devise, and update on a continual basis, Intelligence Community procedures to ensure that the President and other officials in the Executive Branch are provided all relevant information and intelligence in support of national security and foreign policy.

3. OBJECTIVE: To improve support to consumers at all levels, conduct a program to protect against over classification of foreign intelligence information, and to downgrade and declassify foreign intelligence information, as appropriate and consistent with relevant Executive Orders, and with due regard to protection of sources and methods.

B. GOAL: Ensure that national intelligence analyses and estimates are objective and focus on topics which will be useful to the consumer.

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1. OBJECTIVE: Develop procedures to task departmental intelligence production organizations, as necessary, and ensure that diverse points of view are considered fully in the preparation of national intelligence products. These procedures shall also ensure that differences of judgment within the Intelligence Community are brought to the attention of national policymakers.

2. OBJECTIVE: Evaluate the status of integrative or interdisciplinary analysis throughout the Intelligence Community and initiate efforts to strengthen such activities.

3. OBJECTIVE: Evaluate the quality and adequacy of existing Intelligence Community activities designed to interface with the consumers of intelligence at all levels in order to better understand, and respond to, their needs.

II. Exercise full and exclusive authority for the approval of the National Foreign Intelligence Program (NFIP) budget prior to its presentation to the President.

GOAL: With the advice of the National Foreign Intelligence Board, develop and submit to the

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President, through the Office of Management and Budget, an NFIP Budget which reflects the resources required to support intelligence activities in the most cost-effective manner.

1. OBJECTIVE: Develop and disseminate clear and concise NFIP fiscal guidance to ensure that senior officials and program managers throughout the Intelligence Community construct individual NFIP budget packages according to common overall direction.

2. OBJECTIVE: Develop requisite procedures to implement zero base budgeting concepts throughout the Intelligence Community, to describe methods for allocating and re-programming NFIP funds, and to monitor program implementation.

3. OBJECTIVE: Develop appropriate capabilities to analyze individual national foreign intelligence programs which result in the selection of programs having the highest probability of success at least cost.

4. OBJECTIVE: Determine the scope and content of the NFIP through mutual agreement with the heads of the departments or agencies concerned.

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III. Manage national intelligence collection tasking during peacetime.

GOAL: Assure that all national intelligence collection requirements programs are organized and directed to permit the most efficient acquisition of information concerning foreign activities in response to the needs of the users of intelligence.

1. OBJECTIVE: Establish, operate and direct a National Intelligence Tasking Center (NITC) responsible for translating NSC Policy Review Committee national intelligence requirements into specific intelligence collection objectives and targets and assigning them to appropriate collection systems for satisfaction.
2. OBJECTIVE: Ensure that NITC procedures are developed and implemented which result in the timely dissemination of collected intelligence to relevant components and commands within the United States Government.
3. OBJECTIVE: In conjunction with the Secretary of Defense, develop necessary plans and policies to allow the Secretary of Defense to task national intelligence collection



systems during periods of crisis or war, upon the express direction of the President.

4. OBJECTIVE: Improve intelligence indications and warning and crisis management support to national decisionmaking authorities by developing procedures to integrate the application of all collection resources to specific situations and to assure closer interaction between production and collection in order to focus the latter on the acquisition of critical elements of information.

IV. Serve as the leader of, and spokesman for, the Intelligence Community.

GOAL: Assure the existence of programs and activities to rebuild confidence in the Intelligence Community.

1. OBJECTIVE: Produce an annual report for the President, the National Security Council, and the Congress which examines the strengths and weaknesses within the Intelligence Community, analyzes factors affecting Community performance, describes the NFIP budget and out-year program and justification, and provides information on the direction of the Community for the coming year.

2. OBJECTIVE: Develop improved programs to facilitate the use of national foreign intelligence products by the Congress and other consumers within the Executive Branch not regularly served by the Intelligence Community.

3. OBJECTIVE: Support and defend the NFIP budget before Congress, or other appropriate forums, subsequent to its approval by the President.

4. OBJECTIVE: Provide information to the media and the public consistent with the protection of sources, methods and classified intelligence and with national security considerations, and act as the principal spokesman for the Intelligence Community to the news media and the public on matters concerning national foreign intelligence.

V. Evaluate and improve Intelligence Community performance and services.

GOAL: Assure that national intelligence assets and activities are organized and managed to provide effective support to the President as well as to appropriate Departments and Agencies of the U.S. Government according to the priorities and policies established by the National Security Council, the Policy Review Committee and the Special Coordinating Committee.

1. OBJECTIVE: Support the development of improved methodologies designed to evaluate

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the qualitative worth of intelligence products, programs, and services in response to consumer requirements.

2. OBJECTIVE: Develop the capability to monitor NFIP implementation and to conduct intelligence program and performance audits and evaluations as may be required.

3. OBJECTIVE: Maintain liaison relationships with cooperating foreign intelligence services and evaluate the need to redevelop foreign intelligence sources which have been lost, or their level of cooperation and effectiveness impaired, due to fear of public exposure.

4. OBJECTIVE: In conjunction with the Secretary of Defense, initiate a comprehensive study to determine how national and tactical intelligence resources can be optimized and what organizational arrangements may be required to achieve such optimization.

5. OBJECTIVE: Initiate and implement a comprehensive plan for improving Intelligence Community information handling systems which includes limiting the proliferation of redundant computer systems, standardizes computer languages and formats, increases the interface and interoperability of key

data bases and handling systems, and centralizes control and use of NFIP computer assets.

6. OBJECTIVE: Determine the extent to which efforts of Intelligence Community analysts are impaired by not operating in an environment which assures that they have all data available to the U.S. Government pertinent to their problem and recommend improvements.

7. OBJECTIVE: Promote the identification, development and maintenance of services of common concern by designated U.S. foreign intelligence organizations on behalf of the Intelligence Community.

8. OBJECTIVE: Establish uniform criteria for the identification, selection and designation of relative priorities for the transmission of critical national foreign intelligence information, and provide the Secretary of Defense with continuing guidance as to the communications requirements of the Intelligence Community for the transmission of such intelligence.

9. OBJECTIVE: Evaluate and improve national foreign intelligence support to U.S. Government net assessment activities.

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VI. Ensure the adequacy of planning to meet the future needs for national foreign intelligence.

GOAL: Assure the development, consistent with the requirements and priorities established by the NSC Policy Review Committee, such goals, objectives and other guidance for the Intelligence Community as will enhance future capabilities to respond to future needs for national foreign intelligence.

1. OBJECTIVE: Develop and direct the national foreign intelligence planning system consisting of applicable planning, programming, and operations guidance documents, and other management devices which links planning to programming and concomitantly supports NFIB budget development requirements.

2. OBJECTIVE: Design a more effective management process in the Intelligence Community for ensuring the utilization of long-range analyses in budget planning and decisionmaking.

3. OBJECTIVE: Develop a strategy for anticipating how intelligence priorities may change over the next decade.

4. OBJECTIVE: Develop a strategy for anticipating the most appropriate technical

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intelligence collection systems needed to support national foreign intelligence production requirements over the next decade.

VII. Protect intelligence sources, methods and analytical procedures.

GOAL: Assure that the effectiveness of U.S. national foreign intelligence activities and programs is not impaired by the unauthorized disclosure of intelligence sources, methods and analytical procedures.

1. OBJECTIVE: Ensure the establishment of common security standards by the Intelligence Community for managing and handling foreign intelligence systems, information and products, and for granting access thereto in accordance with relevant Executive Orders.

2. OBJECTIVE: Develop and provide appropriate guidance and technical assistance to departments and agencies performing national foreign intelligence functions.

3. OBJECTIVE: Develop programs to minimize the possibility, by all lawful means, of the unauthorized disclosure of foreign intelligence information by present or former employees of the Intelligence Community.

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4. OBJECTIVE: Develop Intelligence

Community guidelines for the dissemination of foreign intelligence and counterintelligence information to entities of cooperating foreign governments.

VIII. Ensure that national foreign intelligence activities and programs are conducted in compliance with the Constitution, statutes, and Executive Branch Orders and Directives.

GOAL: Assure that all programs and activities within the Intelligence Community are conducted in compliance with the Constitution and applicable statutes, Executive Orders, and those regulations, directives and other guidelines issued by competent authority.

1. OBJECTIVE: Participate with the Attorney General and the legal officers of the organizations within the Intelligence Community in the development of procedures, required to be approved by the Attorney General, governing the legality and propriety of national foreign intelligence and counterintelligence activities.

2. OBJECTIVE: Establish appropriate procedures to receive and act on Intelligence

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Community reports to the Intelligence Oversight Board which concern any foreign intelligence or foreign counterintelligence activity which is of questionable legality or propriety and has been conducted pursuant to the National Foreign Intelligence Program.

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